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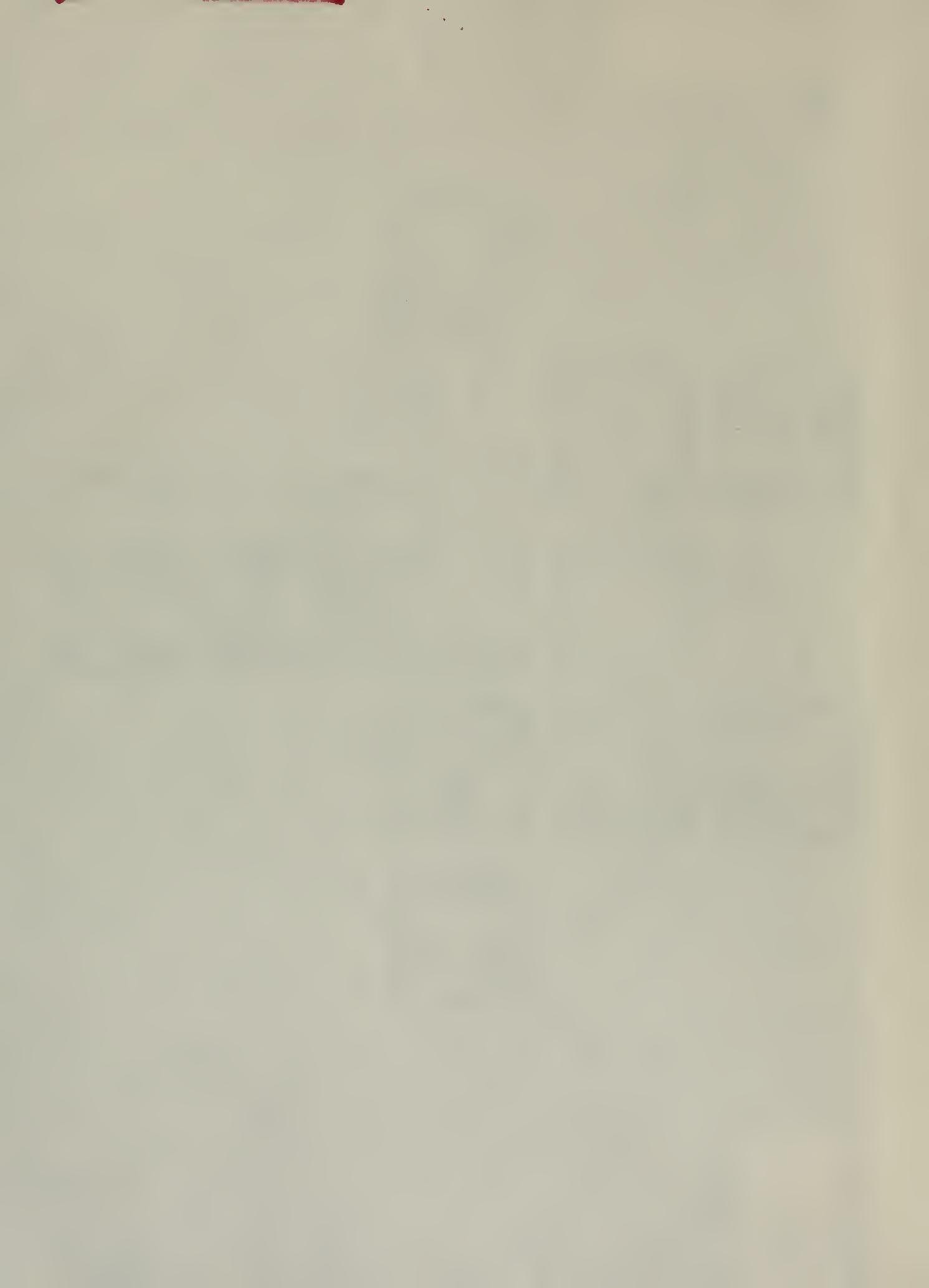


Trails Management



Bureau of Land Management
Wyoming State Office
Wayne Erickson
May 1985

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TRAILS MANAGEMENT

An Evaluation and Overview of the Bureau of Land Management's Involvement in Trails, Problems with Management, and Alternative Solutions.

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Wayne B. Erickson

Bureau of Land Management
Wyoming State Office
Cheyenne, Wyoming 82003
Phone: 307-772-2073
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Trails Management

An evaluation and overview of the Bureau of Land Management's involvement in trails, problems with management, and alternative solutions.

Abstract

This paper is an examination of the Bureau's evolution as a multiple use agency, its involvement in outdoor recreation management, and the situation the agency faces today with administration of a variety of trail resources. The paper traces the beginnings of the agency, the political climate which generated it, the primary mission of the agency, how that mission has changed over time, periodic legislation that has shaped and molded the agency, and its role today in outdoor recreation management generally and trails management in particular.

Others who might find this report useful:

BLM State and District Recreation Planners.

BLM District and Resource Area Managers.

BLM WO Recreation Staff.

U.S. Forest Service Forest Supervisors.

Forest Service District Rangers.

Key Words:

Trails	FLPMA
BLM	Recreation
Bureau	Site

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I. Introduction

Purpose

This paper attempts to present an overview of the Bureau of Land Management's evolving activities in trails management. However, in order to do that, it has been deemed necessary to first set some historical background and provide a limited sketch of the events that created the Agency and shaped its traditional orientation.

The objectives of this paper are threefold:

- 1 - To review the Agency's past and evaluate its track record in recreation management generally and trails management in particular.
- 2 - To promote trails management in BLM.
- 3 - To suggest details of a trails program for BLM including a trails philosophy

A. Agency Background and Perspective

There are an almost endless number of in-depth historical studies of the settlement of the United States. From the first settlement at Plymouth Rock in 1620, to the Gadsden purchase in 1853, settlers had spread all across this continent from coast to coast. The public domain lands, or

those lands acquired by an expanding nation, totalled 1,400,000,000 acres by 1853, when the United States made the Gadsden purchase from Mexico. As stated in "Politics and Grass" by Phillip O. Foss, "The United States acquired title to this domain subject to the occupancy rights of the Indians. The story of how the white man wrested these lands from the Indians has been told and retold and need not concern us here."

What does need to concern us here and provides background understanding to the subject, is how the western states came to be, how the vast acreage of public domain in the West came to be, and how the ranching activity in the early West came to heavily influence the nature and orientation of the federal agency, which would inherit management responsibility for these public domain lands, namely the Bureau of Land Management.

It was from the vast federal holding's that the public land states were formed. By the turn of the century, the public domain had been reduced to about 400,000,000 acres. Today, there are approximately 174,000,000 acres of public domain lands administered by BLM in the lower 48 states. These lands are located primarily in the eleven western states of Montana, Wyoming, Colorado, New Mexico, Arizona, Utah, Idaho, Washington, Oregon, Nevada, and California. It is these eleven western states and Alaska that form the vast majority of the BLM's holdings and, therefore, are the scene of the Bureau's multiple-use programs.

In the early settlement of the West, the principal concern of the settlers was obtaining free land or almost free land and gaining control of or at least access to the water sources. In the arid western states, water was the key to survival. Since these western lands were too steep, rocky, and dry for agriculture, they were used as pasturage for livestock.

Major John Wesley Powell, in his 1879 "Report on the lands of the Arid Region of the United States," recommended that "pasturage farms" of not less than 2,560 acres be established. Powell then proposed a bill "to authorize the organization of pasturage districts by homesteading settlements on the public lands which are of value for pasturage purposes only." The bill provided for the establishment of pasturage districts to be operated by associations of nine or more persons. Powell's bill specified further provisions on irrigable lands and that water rights were to be transferred with the title to the lands. The Powell bill was too innovative for its time and failed to receive serious consideration. However, the concept of "pasturage districts" survived and became the grazing districts of the Taylor Grazing Act - fifty years later.

The abuse of the public grazing lands of the West has also been well documented. Rather than dwell on that abuse, I would like to present a brief review of the development and passage of the Taylor Grazing Act. The act is named for its author, Congressman Edward T. Taylor of Colorado. He had been in Congress since 1909 and had worked for the

passage of the Grazing Homestead Act of 1916. During that time, he came to realize that the public domain was not going to be transferred to the states or to private individuals or corporations so he prepared a bill designed to control grazing of the public lands. For several years, Congressman Taylor's bill was cussed and discussed by various congressmen. A principal concern was section 13 of the bill, which provided state legislatures opportunity to approve the bill and enter into cooperative agreements with the Secretary of the Interior for grazing administration. Another concern was surface and mineral rights being conveyed to the states or being retained by the Federal government.

Section 13 was eventually deleted and both surface and mineral rights were reserved to the Federal government. To say that some of the western ranchers were opposed to the Taylor bill would be an understatement. They fought the bill as vigorously as they could for they truly feared that passage of the bill would bring an end to their uncontrolled use of the western range lands (Foss, pp 54-56). The bill did pass the House of Representatives on April 11, 1934. Two months later, the bill was passed in the Senate, and President Roosevelt signed it June 28, 1934.

The purposes of the act, as set forth in the preamble, are: "To stop injury to the public grazing lands by preventing overgrazing and soil deterioration, to provide for the orderly use, improvement, and development, to stabilize the livestock industry dependent upon the public range, and for other purposes."

It is the provision of use for "other purposes" that is construed to be the first legislative basis for administering recreational use of the public lands. However, the central focus and primary purpose of the act was to administer grazing use of the public lands. This purpose and use was the central function of the newly organized Division of Grazing in the Department of the Interior. In 1939, the Division of Grazing was renamed the Grazing Service. The almost exclusive function of the new agency was grazing administration of the public lands. Some incidental consideration was given to wildlife on the public lands, since wildlife competed to some extent with livestock for forage.

The Grazing Service went through a very stormy period from 1939 to 1946, because of the recently established grazing fees and the regulation imposed on the ranchers and sheepmen. Through their influence on Advisory Boards, the livestock operators had become effective at affecting most Grazing Service decisions.

These advisory boards were made up of ranchers operating in the grazing district. Each district had an advisory board and their function was to "advise" the District Grazier on matters pertaining to the proper allocation of grazing use. These boards usually protected their own interests and those of their buddies (Foss, chap. 7). They carried a great deal of influence in limiting other uses of the public lands which they thought conflicted with grazing such as recreational use. During the twelve years the Grazing Service existed, the livestock interests established a very firm grip on the administration of the public lands.

Another agency, which we need to briefly review, is the General Land Office, the G.L.O. The GLO was first established in 1812. Its primary function was to establish some order to the settlement of the West. From 1812, when the GLO was established, to 1853, when the Gadsden purchase was made, the Federal government was involved in both land acquisition and land disposal in a big way. After the West was opened up to settlement by the Oregon, Mormon, California, and Overland Trails in the 1840s, the work of the GLO became chaotic as settlers poured in before lands could be surveyed. Numerous schemes for acquiring land abounded and the GLO became swamped with fraud, collusion, misrepresentation, and corruption. By 1946, the GLO had become a stagnant agency and oldtimers said they had only known but one GLO commissioner who had either known or cared what the work of the organization was all about.⁽¹⁾

B. Creation of BLM

Thus, by June 1946, the Grazing Service and the General Land Office had both been rendered ineffective. The apparent solution to the problem was the creation of a new agency. Since both agencies were in the Department of the Interior, this reorganization didn't appear to be too difficult.

(1) Clawson, Marion: The Bureau of Land Management, 1971, Praeger Publishers, page 32.

The time was right too. The United States had just recently emerged victorious from a devastating world war. This nation had probably been more totally committed to the war effort than to any cause since the Revolutionary War. The War Powers Act, passed in the dark days of 1943, had given the President sweeping authority to redirect and restructure the government agencies to form a totally directed war machine. After the war was over in 1945, one of the first concerns of the President and the Congress was to reorganize the government to resume peaceful pursuits and take up the business of tackling the many domestic problems at home. The Reorganization Act was signed on December 20, 1945, and shortly thereafter, the President sent a letter to the Secretary soliciting suggestions for reorganization within the Department of the Interior. A key recommendation of "Recommendation Plan No. 3," as the action came to be called, was to combine the Grazing Service and the General Land Office into a new bureau to be known as the Bureau of Land Management. On July 16, 1946, Reorganization Plan No. 3 was approved and the BLM came into existence. This new agency, with its parentage being a land disposal agency and one dominated by the western livestock industry, was now expected to administer the public lands primarily for livestock grazing, timber production, and minerals production "pending final disposal."

Let us now take a look at what sort of recreation-type actions had taken place in the Grazing Service up to this point when it was merged into the BLM. During the 1930s, when the Congress was debating the Taylor

bill, they passed the Emergency Conservation Work Act on March 31, 1933. This act created the Civilian Conservation Corps, which, for the next seven or eight years, carried out a variety of resource conservation projects all over the United States. The CCCs was a tremendously successful idea. The early camps were administered by the Forest Service and, therefore, primarily on Forest Service lands.

The Secretary of the Interior, at that time, was having difficulty getting the western congressmen to pass the pending Taylor bill (Foss, pp. 57-58). However, all the western congressmen were clamoring to get CCCs projects in their states, so the Secretary informed them that he was not going to assign any CCC camps to the public domain until a suitable grazing control bill was enacted. This undoubtedly had an effect on the passage of the Taylor Act the following year. After passage of the Taylor Act, there were numerous CCC camps assigned to construct fences, waterholes, and stock driveways on the public lands. These camps also built a few campgrounds and picnic areas on the public lands but they were not maintained and had fallen into disrepair by the mid-1940s. These recreation sites were the only venture into recreation by the Grazing Service. The Oregon and California Revested Lands Act of 1937, gave the Grazing Service authority to construct recreational facilities on the public lands, but there was never any funding provided to build any sites. So, up to the merger in 1946, the only recreational actions on the public lands were a few three C's campgrounds and picnic sites, which were allowed to deteriorate due to lack of maintenance. It should be kept in mind that the Grazing Service was not established to

administer outdoor recreation. It was created to stem the tide of range deterioration that had been brought about by more than fifty years of overgrazing. The primary focus of the agency was grazing administration and, after passage of the O & C Act, also timber management. One can hardly expect an agency with these interests to be very enthused about outdoor recreation. Also, it must be said that the demand for outdoor recreation was not great, especially for developed recreational sites, during those difficult years of the depression and the war.

1. BLM 1946 - 1960

So, that July morning in 1946, the newly created Bureau of Land Management set out to bring order out of chaos and make all things right on the range. Well, that's not exactly how it was. The BLM still had the same problems it had the day before when it was the Grazing Service and the same biases. In addition, the new agency now had a new enemy in the Congress in the person of Senator McCarran of Nevada. In the last days of the Grazing Service, the Director had recommended that the grazing fee be tripled. This recommendation outraged Senator McCarran who was the principal spokesman of the livestock industry in Congress. These feelings of resentment and distrust carried over after the BLM came into existence and for the next several years, the BLM got a bare bones budget from the Congress. In fact, in 1947, the agency would have probably collapsed had it not been for \$200,000 allotted by the district advisory boards to help pay salaries of employees.

Funding continued at barely operational levels for several years. The roots of this philosophy of funding the BLM at a minimal level go back to the time of the Taylor Grazing Act. The cattle ranchers had wanted to eliminate the nomadic sheepmen from the Federal range for years. When the Taylor bill was drafted, it carried a philosophy of providing enough funding and eligibility requirements to eliminate the nomadic sheep herds but not enough funding or muscle to be a serious threat to the tenure of the cattlemen. This philosophy of keeping the agency weak and under the control of the ranchers has had long lasting implications to the BLM's funding levels over the years. The ranching interests, through their Senators and Congressmen, have had a disproportionate effect on the Bureau's appropriations. For example, even though the O & C Act of 1937 provided for recreation facilities on the public lands, there was never any funding provided, because the ranchers and their congressional friends did not think the Grazing Service should be involved in outdoor recreation management. This attitude that outdoor recreation was not a proper role for the Grazing Service carried over long after it was merged with the GLO into the present BLM. Up until the mid-1950s, this was still the predominate philosophy. Even within the BLM, the attitude was that if an area had good recreational values such as scenery or recreational opportunities, it should be transferred to an agency that managed recreation such as the National Park Service. In a publication entitled "Historical Highlights of Public Land Management" published by BLM in 1962, there is a notation for 1956, which was the 10th anniversary of BLM. It states that the Bureau had five major activities - lands, minerals, range, forestry, and engineering.

At this time, the public was getting caught up in their desire for personal goods after the severe shortages imposed by World War II and to a lesser extent by the Korean War. Availability of vehicles, increased income, and leisure time all contributed to the increasing use of the public lands for recreation. The use was relatively small compared to more prominent recreation attractions such as National Parks and Forest Service sites, but the important point is that the public was now beginning to recognize the recreational opportunity on the public lands. There were also professionals in BLM by this time who recognized the need to expand the Bureau's role and at least provide sanitation and protection facilities for public recreation use.

At this time (mid-1950s), the Bureau built several recreation sites in Alaska, but they were turned over to the state when Alaska attained statehood in 1959. In 1956, the Bureau, responding to agitation from the field offices, (Sievers, 1979) initiated an inventory of the public lands to identify areas with recreation potential. This inventory was structured to consider sites, areas, and recreation complexes. The inventory was ongoing for several years and was not completed until about 1965.

In the meantime, the Congress established the Outdoor Recreation Resources Review Commission in 1958. This commission, commonly referred to as the ORRRC Commission, had a significant effect on BLM. The ORRRC report came out in 1962. This was the first comprehensive look at outdoor recreation on a national scale. The ORRRC report pointed out

that there was a tremendous amount of recreation opportunity available to the public on the public domain lands administered by BLM. This report was eagerly read by many of the public and especially by college students. The ORRRC report probably did more to acquaint the general public with the recreation value of the public lands than anything up to that time.

Meanwhile, the BLM was now experiencing a dramatic change. From within the agency, field people were pressuring the Washington office to become more involved in recreation management and other aspects of full multiple-use management. In Alaska, the Bureau built a number of fire access trails which took on an unexpected importance for recreation access. The late 1950s saw the beginning of a major transition in BLM as outdoor recreation became a recognizable use on the public lands.

2. BLM 1961 - 1971

The Bureau entered the 1960s eager to get involved in recreation management. At least some people in the Bureau were. Most were not. The old guard of the agency was still primarily foresters or range specialists who still didn't like the idea of BLM getting into the recreation business.

In a speech to a State Director's meeting in Washington, D.C., in February 1966, the Chief of the Bureau's Recreation staff told the

assembled State Directors, "Gentlemen - we are in the recreation business, whether we like it or not, we must manage recreation." But, that is getting ahead of our story.

In 1960, the Bureau initiated recreation facility development on the O & C lands in Oregon. In 1961, an Oregon Recreation Handbook was issued which dealt with recreation policy, planning and site design, development, and maintenance. Also, in 1961, the Washington Office established a Branch of Recreation in the new Division of Lands and Recreation. A memorandum to State Directors in 1961 stated "provision of outdoor recreation is one of the most important objectives of management of the National Land Reserve." Meanwhile, over at the Forest Service, the National Forest Multiple-Use Act recognized five resource programs as the principle values of forest lands namely: wood, water, forage, wildlife, and recreation.

That Act gave official recognition to outdoor recreation as a natural resource to be managed on a sustained yield basis. Since much of the lands the Forest Service administered were not that different from the lands the BLM administered, especially in Oregon, the act gave impetus to BLM to recognize recreation as a legitimate use of the public lands.

However, there was a substantial amount of resistance, both within and without the Bureau, to the idea of the BLM getting into recreation management. The National Park Service, the Fish and Wildlife Service, and the Forest Service all objected to BLM getting involved in outdoor recreation management. Indeed, the Park Service issued a memorandum in 1960 wherein they stated that they should administer all recreation activity on all Federal lands.

Within the Bureau, the old line managers, those who had spent their careers in the BLM, also strongly resisted the idea of getting involved in recreation management. The Bureau had traditionally been commodity production oriented and the range, timber, and mineral interests in the Bureau did not want the Bureau to get involved with outdoor recreation.

With the passage of the Public Works Acceleration Act in September of 1962, the Bureau received its first substantial funding for recreation development. It is recognized that the Grazing Service had utilized the CCCs to build some campgrounds and picnic sites and that the BLM had built some sites in Alaska in the mid-1950s, but they were isolated instances. By 1963, few, if any of those earlier sites still existed. The APW funds that the Bureau received from 1963 to 1966, constituted the first major funding the Bureau had received for recreation development. At the time, the Bureau had no professional recreation specialists so they did the best they could with what they had. What they had were range management specialists, foresters, engineers, and geologists. The assignment for recreation management was made to one of these specialists under the catch all phrase "other duties as assigned." It was at this time that a new specialist came on the scene. In 1961, the Bureau hired its first landscape architects and these people were automatically assumed to be recreation specialists.

Landscape architects at the time were trained to design sites and prepare site plans. This fit very well into the preconceived notions of the agency that recreation management consisted of building sites such as campgrounds and picnic areas. With the APW funding now coming about, the BLM launched a campaign to build campgrounds and picnic sites all over the western states. Actually, it wasn't all that big of an activity compared to the National Park Service or Forest Service, but it was a major change for the BLM. During the 1963-66 period of APW funding, the Bureau built dozens of small 10-20 unit campgrounds and picnic sites. This flurry of recreation construction activity was partially in response to a concern expressed by the ORRRC report that the increasing recreation use of the public lands was creating unsanitary conditions due to lack of facilities. The APW program pushed the Bureau into a recreation construction program, caused the BLM to hire recreation personnel in each State Office, and led to the "sanitation and protection" facility program.

In 1964, the Classification and Multiple-Use Act was passed. This legislation directed the Bureau to review all the public lands and identify those lands that would be retained in Federal ownership and those lands that would be disposed of. The Act also, for the first time, specifically named outdoor recreation as one of ten values that those lands retained in Federal ownership would be managed for. This was a significant event because up until this time, a large part of the argument of those opposed to BLM being in the recreation business was based on the claim that the Bureau had no legislative direction to

manage outdoor recreation use. The BLM now had that legislative direction. It is interesting to note that while the bill was being debated, Senator Moss of Utah, declared, "This legislation....will give clear authority to the Bureau of Land Management to develop needed recreational facilities on public lands." Senator Moss went on to say that "the Bureau is now endeavoring on a sanitation and protection basis to provide minimum type facilities....that is, campgrounds with tables, restroom facilities, good drinking water, and fireplaces in order that the public can continue to use the land without harm to it or to adjacent private land." This statement by Senator Moss very succinctly summarizes the philosophy of recreation management within the Bureau at that time, that is, providing facilities at specific locations for "sanitation and protection." The Bureau was very site oriented and gave little or no thought to trails or trails management at that time.

Although the official Bureau policy didn't actively encourage trails, there were a few individuals in some of the field offices that did. For example, in the Medford District, the Rogue River Trail was being managed as a recreation trail. The trail had originally been built by miners for access along the Rogue River. In 1955, the Bureau entered into an exchange action with the Forest Service to block up lands along the river. This was followed up in 1956, with a withdrawal of these blocked up lands to protect them from future disposal and various forms of entry such as mining claims.

Since that time, the Medford District has developed an overall river management program along their stretch of the river that encompasses all aspects of river recreation management, including the Rogue River National Recreation Trail, which was so designated in 1981. However, this was not typical of the Bureau at that time or even today. The Medford District got involved in trails management because of interest on the part of individuals in the District and not because of interest or direction from the Washington Office. However, the Washington Office cooperated in obtaining APW funds for construction of the trail in 1964.

In 1964, there were several factors which all contributed to the Bureau's increasing involvement in recreation management. The Land and Water Conservation Fund Act was passed which provided monies to Federal agencies for development of recreation facilities. Also, the Congress created the Public Land Law Review Commission. This Commission was charged to do a thorough and comprehensive review of all the myriad of public land laws and make recommendations to the President concerning laws that should be terminated, consolidated, or amended. The Commission was further charged to review the overall situation with regard to administration of outdoor recreation on Federal lands and make recommendations for streamlining and need for new laws. The Commission's findings were published in the form of a report to the President and the Congress in June 1970, entitled "One-Third of the Nation's Land." In their report, they made a number of recommendations concerning the administration of recreation on Federal lands. Of particular interest to BLM was their recommendation that the "Bureau of

Land Management's outdoor recreation program should be considered eligible on the same basis as other recreation programs for participation in the Land and Water Conservation Fund." The commission's findings were also instrumental in passage of the Federal Land Policy and Management Act in October of 1976, which gave the BLM an Organic Act and full multiple-use authority.

Another significant effort of the BLM in the 1963-66 period was the Bureauwide recreation inventory. With the increasing interest in the public lands and the need for additional recreation facilities, the Bureau initiated an inventory of the public lands to determine where the Bureau had outstanding recreation resources. The inventory was organized into sites, areas, and complexes with recreation potential. Sites were locations where the Bureau could build campgrounds or picnic sites. They were selected on the basis of public access, terrain features, availability of water, and scenic quality.

Areas were large tracts of public lands that may contain several individual sites, but the entire area had recreation potential. A good example of a Recreation Area is the Canyon Rim's Recreation Area in southeastern Utah. The area contains three campgrounds, two scenic overlooks, an extensive road system, and interpretive displays. Complexes were usually large tracts made up of more than one recreation area. A complex may provide for several recreation opportunities such as camping, picnicking, ORV play, hiking, fishing, and rockhounding. An example of a recreation complex is the Green Mountain Recreation

Complex in the old Lander District of central Wyoming. The complex covered 460,000 acres of Federal, State, and private land and had recreation potential for hunting, camping, hiking, rockhounding, and sightseeing. The principle distinctions between a recreation area and a recreation complex being the size, diversity of land ownership, and variety of recreation opportunities.

The inventory was conducted Bureauwide and generated hundreds of site, area, and complex forms filled out and submitted to the Bureau of Outdoor Recreation. There were a few trails opportunities inventoried but the vast majority were site, area, or complex oriented. This inventory, done at considerable expense, served to reinforce the Bureau's philosophy that recreation management consisted of building and operating recreation sites, areas, and complexes. Other than isolated instances such as the Rogue River Trail, the Bureau was very site oriented.

In December of 1966, the recently created Bureau of Outdoor Recreation published their report on the nationwide trail study they had been directed by the Secretary of the Interior to do. Their study report, entitled, "Trails for America" gives a comprehensive review of trails activities by local, state, and Federal agencies. The report reviews the need for additional trails and reports the total trails mileage of the principle Federal agencies administering trails. It is an interesting and telling comparison to note that the Forest Service reported over 73,000 miles of existing trails in 1966 and the BLM reported 3,600 miles of trails.

In 1968, two events happened which further molded the Bureau's recreation program. In that year, the Bureau separated the recreation program from the Lands Program and designated the 1280 subactivity for Recreation and Wildlife Management. This action gave further recognition to recreation management as a multiple-use value of the public lands.

The second event was the passage, in October of 1968, of the National Trails System Act. The Act established two national scenic trails as the initial components of the National Trails System. These two trails, the Appalachian and Pacific Crest, were the beginning of a national system that today, has grown to include 763 trails nationwide. The Pacific Crest Trail brought BLM into the National Trails System since some sections of the trail in southern Oregon and California are located on public lands.

By the mid-1960s, the Bureau had established at least one recreation position in each State Office, had a small recreation staff in the Washington Office, and was beginning to create multi-duty positions in some district offices. In most cases, the individuals having duties for recreation planning and management were of some other resource background and the recreation duties were auxiliary to their principle position description. Their professional training and work experience was as foresters, engineers, or landscape architects. Because of this professional orientation, they, for the most part, perceived recreation management as site management.

In "Trails for America," it states, "Much of the small amount of recreation trail development to date on the public domain was achieved by special projects set up under the Accelerated Public Works Program between 1962 and 1964. Under these projects, several short trails were developed. Probably the best known is the hiking trail along the scenic Rogue River in western Oregon.

The Bureau of Land Management, administering 464 million acres of land, proposes approximately 8,280 miles of new or rebuilt trails, an increase of almost 5,000 over the present mileage."

At that time, the Bureau had 151 developed recreation sites, or one site per 3,072,847 acres. It was during the mid-1960's that the Bureau's recreation effort shifted from site oriented inventory and development to recreation-activity oriented inventory and planning in a multiple-use context. For the next fifteen years, the Bureau engaged in rather intensive recreation planning. Through the Bureau's planning system, recreation became more or less integrated into the overall multiple-use framework.

In 1971, the Bureau issued a trails manual to guide management of the Bureau's segments of the Pacific Crest Trail in Oregon and California.

3. BLM 1972 - 1980

In 1972, the Bureau emphasized staffing for the recreation program. In that year, the agency hired approximately 30 outdoor recreation planners and made an effort to place recreation professionals in every district. Many of the districts already had at least one individual with recreation duties, but after 1972, virtually all BLM districts had at least one outdoor recreation planner. An important point to note here is that up to this time, many of the people working in the recreation program did not have a professional background in outdoor recreation management. This was changed to some extent with the hiring in 1972, who were, for the most part, people with degrees in outdoor recreation management. This is not to say that there were none in the Bureau before that time, but, the influx of new professionals were mostly people with degrees in the field.

In 1968, the Code of Federal Regulations (CFR), Volume 43, (Public Lands - Interior) first recognized trails management on the public lands. In 43 CFR 6250.0-6(c), it states, "The Bureau shall, where feasible, locate, identify, construct, and maintain hiking, horse riding and motor trails, and shall post appropriate signs or markers and use other means to make the existence of such routes known to the general public." The regulations then go on to set some limited criteria for trails management.

By the mid-1970s, the Bureau had moved well into outdoor recreation management, had hired a number of recreation management professionals

and had built 426 recreation sites. At that point, the Bureau had a 4.8 million dollar budget in recreation management, along with 3 million in recreation maintenance, and one million dollars in recreation construction.

In 1976, the nation observed its bicentennial year. The year was filled with a variety of special observances and celebrations. The Bureau, as its participation in the bicentennial, developed interpretative facilities along three nationally prominent trails. The Oregon, Pony Express, and Dominguez-Escalante Trails were chosen for marking and interpretation. The Bureau's initiative in undertaking this project provided all the public land states but Montana, an opportunity to develop a bicentennial related project. While these three trails were chosen for development, the principal focus was on interpretive sites located strategically along the routes. Other than some trail marking activity, there was little effort to manage the trails as a whole.

Another significant event in 1976 was the passage of the Federal Land Policy and Management Act (FLPMA). "Flipma," as the act came to be called, was a landmark piece of legislation for the Bureau. The Act is referred to as BLM's "Organic Act," since it gave the agency permanency, finally laid to rest the notion of eventual disposal of all the public lands, and gave the agency definite direction in administering the public land under a multiple-use concept on a sustained yield basis.

In response to FLPMA, the Bureau initiated a re-analysis of its recreation management program. This re-analysis included an update of the Bureau policy statements for recreation, a review of the organizational structure of the recreation program, and an analysis of the relationships between recreation and the cultural, visual, natural history, and wilderness programs.

Section 603 of FLPMA gave the Bureau responsibility for wilderness management and directed the agency to inventory its lands and identify those areas with wilderness characteristics. This new responsibility for wilderness and conducting an inventory, became a major effort in 1978, 79, and 1980. The effect of this effort was that nearly all of the Bureau's recreation personnel were caught up in doing the wilderness inventory which seriously impacted the recreation program. In the late 1970s, the Bureau was so focused on completing the wilderness inventory that only special cases such as the Rogue River Trail or the Rio Grande Trail were receiving any ongoing trails management.

An examination of the Bureau's funding levels for the years 1976-1983, show some interesting trends. The following table shows the Bureau's funding levels in Recreation Management, Recreation Maintenance, and Recreation Construction. The Recreation Management function carried the program function designation of "1280" from 1976 to 1982, when it was changed to 4330. The Recreation Maintenance program carried the 2220 designation until 1983, when it became 4712. The Recreation Construction designation has not changed.

BLM FUNDING

RECREATION PROGRAM

1976 - 1983

		1280/4330		2220/4712		2120	
Year	Purchasing ^{1/} Power Indicator	Recreation Mgmt. (in \$000's)		Recreation Maint. (in \$000's)		Recreation Const. (in \$000's)	
		Actual	in 76 \$	Actual	in 76 \$	Actual	in 76 \$
1976	1.000	4884	4884	3065	3065	1330	1330
1977	1.014	5546	5624	2964	3005	425	431
1978	.874	6403	5596	3064	2678	1380	1206
1979	.783	8004	6267	3087	2417	768	601
1980	.691	7320	5058	3341	2309	1321	913
1981	.621	7646	4748	3341	2075	684	425
1982	.573	7818	4480	3249	1862	1118	641
1983	.540	5612	3030	3249	1754	770	416

1/ Based on consumer price index. Using 1976 as the base year, this figure is an indication of the relative "purchasing power" of the dollar over the 8 year period to pay salary, procurement, and equipment costs.

If we compare the funding levels of 1976 in the three categories (Rec. Management, Maintenance, Construction) with the funding levels for 1983, we find that Recreation Management is at 62%, Recreation Maintenance is at 57%, and Recreation Construction is at 31% of the 1976 level in 1983 as expressed in 1976 dollars.

The following table shows the number of developed recreation sites in each BLM state for the period of 1976-1983.

BLM RECREATION SITES A/

BLM State/Yr.	1976	1977	1978	1979	1980	1981	1982	1983
Alaska	22	24	22	18	18	18	20	20
Arizona	13	16	15	15	15	17	17	24
California	50	60	69	68	65	66	65	65
Colorado	13	12	12	12	16	17	17	24
Idaho	13	13	12	29	29	30	29	39
Montana	6	6	6	6	6	6	6	6
Nevada	9	8	19	11	9	10	11	10
New Mexico	6	22	9	29	29	29	9	6
Oregon	121	110	93	130	130	54	54	70
Utah	35	37	36	37	37	39	40	114*
Wyoming	32	32	30	32	32	27	28	28
Total	320	340	323	387	386	313	296	406**

A/ As reported in "Public Land Statistics"

* This figure is considered inaccurate and should be 40 sites as is reported for 1982.

** This figure should be 332

Note: The fluctuation of sites reported each year by state is due to a rather arbitrary determination of what constitutes a reportable recreation site.

4. BLM 1981 - Present

For the past four years, the Bureau's recreation program has continued to be underfunded. This situation has existed, to a greater or lesser degree, ever since the agency was created in 1946. The Code of Federal Regulations for BLM, the manual guidance, and the annual budgeting process all attest to the difficulty of the recreation management program in general and trails management in particular. The following discussion will focus on trails management in BLM over the past four years.

A review of the 1983 Code of Federal Regulations (43 CFR 8300-8372) reveals very little guidance pertaining to trails. 43 CFR 8351 deals with the National Trails System. In 8351.0-6, it states, "Hiking, horse riding, and motor trails shall be located, constructed, and maintained where they are found to be feasible and would improve recreation opportunity and quality. Established trails shall be marked or signed and made known to the public by other means." The remainder of the 8300 entries deals with other aspects of recreation management.

The Bureau's manual guidance for the past three years in outdoor recreation management consists of ten manual sections. The principle concern throughout most of this guidance is site or area oriented management. While it is recognized that some of the manual releases include trails by reference, for the most part, the guidance pertains to the planning, design, operation, and maintenance of recreation sites. For example, manual release 8300 is general guidance for the Bureau's

Recreation program. Trails are very briefly mentioned in one place in the release. Manual release 8320 is titled, "Planning for Recreation Resources." It is a discussion of the Recreation Opportunity Spectrum (ROS) which, by definition, provides for hiking, ski touring, 4-wheel drive trails, and other trail related activities in the various ROS classes.

The 8322 manual provides guidance on how to prepare "Recreation Area Management Plans." A RAMP is the basic activity plan for a recreation area. The plan may incorporate a trail network within the plan area, but the trails are not the main focus of the plan. Facilities such as campgrounds, picnic sites, interior road systems, play areas, boat ramps, etc., are the obvious concerns of this manual release. Overall, the 8300 series manuals are site or area oriented.

The Bureau does have a trails manual which was issued in December of 1971. The stated purpose of this manual section is to provide "guidelines, criteria, and procedures for the Bureau's participation in the National Trails System." The manual release provides some guidance for other trails that are not intended to become part of the National Trails System, but the guidance in this area is limited. The release is obviously directed to the National Trails System and BLM's participation in it.

There is limited guidance for trails management in the manual releases for RAMPs and project plans as well as the guidance for off-road-vehicle trails. However, the Bureau has not focused on trails opportunities other than in the case of the National Trails System.

The individual Recreation planner, working in a BLM district, has opportunity to plan and develop as extensive a trails system as he/she chooses. The duties of a BLM recreation planner encompass all aspects of outdoor recreation management on wild or undeveloped lands. The recreation planner, working in cooperation with other staff specialists in response to public demand for recreation activities and taking into account the natural resource capabilities or opportunities of the planning area, will prepare the recreation sections of a multiple use plan. The recreation planner is guided by the Bureau manuals and CFR sections pertaining to outdoor recreation management. However, the specific guidance is not there and the individual would have to exercise a considerable amount of creativity and initiative to establish a viable trails system in most BLM districts. There are some BLM districts where this has been done and other districts where the existence of National Scenic, Recreational, or Historic Trails has in effect given the district a trails program.

The Bureau's annual work planning process provides another insight as to where the agency places its priorities. Each year, as part of the planning and budgeting process, the Bureau's Washington Office issues "Annual Work Plan Directives." These directives contain both general and specific guidance for each BLM state. A review of the directives for the past three fiscal years (82-84), shows where the emphasis has been placed.

In FY 82, the recreation construction program was concerned with a major recreation site on the Lower Colorado River in Arizona. In the recreation management program for that year, the emphasis was on rivers in Alaska, work on the Pacific Crest Trail in California and Oregon, and off-road-vehicle designations in Nevada. The recreation maintenance program was under severe funding limitations and could only fund a part of the identified maintenance needs.

In FY 83, the recreation construction program was continuing with site development in Arizona and the Organ Mtn. Recreation Lands Area in New Mexico. The recreation maintenance program was limiting funding to only the most used facilities. The recreation management program was emphasizing specific areas such as Ft. Egbert in Alaska and the Cleveland-Lloyd Dinosaur Quarry interpretive center in Utah. Off-road-vehicle designations and Visual Resource Management were also emphasized.

In FY 84, the Bureau did not receive any recreation construction funds. The recreation maintenance directives were site oriented, and the recreation management program was emphasizing special Recreation Management Areas. As can be seen from the above summary of the past three fiscal years, the Bureau's focus for the various aspects of the recreation program has been mostly site or area oriented. An exception is the directives for 1982.

C. National Trails System Act and Amendments

At this point, it would be well to present a more thorough review of the National Trails System Act of 1968, and the subsequent amendments to that Act.

The National Trails System Act was passed October 2, 1968. To a large extent, it was another product of the ORRRC report. Among a number of interesting and sometimes surprising findings of the report was the finding that Americans engaged in walking for pleasure and hiking and backpacking much more than had been generally realized. While walking/hiking activities were not number one in 1962, when the report was released, they were larger than anyone expected and growing at a substantial rate. It was because of this demonstrated interest in hiking that the National Trails System Act came into existence. The Appalachian Trail had been in existence since the 1930's, and it was felt there should be a similar trail along the western mountains from Canada to Mexico. Section 2(a) of the Act portrays the interest of the nation at the time in hiking. It states, "In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the nation, trails should be established...."

The initial Act designated the Appalachian and Pacific Crest Trails as National Scenic Trails and the first two trails of what has become a national system of scenic, historic, and recreational trails.

Since passage of the Act in 1968, it has been amended four times. Each of these amendments has added trails to the system and identified additional trails for study. Today there are 750 National Recreation Trails and 13 Scenic and/or Historic Trails in the system. Of these 763 trails in the system, BLM administers 15 National Recreation Trails, segments of two National Scenic Trails, and major portions of four National Historic Trails. These trails total 158 miles of recreation trails, 486 miles of scenic trails, and 912 miles of historic trails.

II. Application of Bureau Guidance to Trails Management

This second section of the paper is intended to be a more focused discussion of the Bureau's activities in and attention to trails management.

As has been mentioned earlier, the Bureau's manual guidance for recreation management consists of ten manual releases. These releases are:

<u>Manual Number</u>	<u>Subject</u>	<u>Date of</u>
<u>Release</u>		
8300	Recreation Management	7/21/81
8320	Planning for Recreation	
	Resources	4/16/81
8322	Recreation Area	
	Management Plans	4/16/81

8323	Recreation Project	
	Planning	5/6/83
8340	Off-Road-Vehicles (General)	5/25/82
8341	Conditions of use (Off-Road-Vehicles)	5/25/82
8342	Designation of Areas and Trails (ORV)	5/25/82
8360	Visitor Services	10/30/81
8361	Emergency Services	10/30/81
8362	Interpretative Services	3/11/83

There is also the 1971 trails manual pertaining to the National Trails System. Also, in July of 1984, the Bureau issued a new manual release and accompanying handbook:

9114	Trails	7/6/84
H-9114-1	BLM Trails Handbook	7/6/84

The Bureau's 6254, 9114, 9114-1, 8322, and 8323 manual releases provide some guidance for trails management but all except the 9114 manuals were written with other objectives in mind.

The following discussion will evaluate the above listed manual guidance in terms of A) trails philosophy, B) facility development for trails, C) consistency of management across jurisdictional boundaries, D) visitor use and patrol of trails, and E) trail maintenance.

A. Trails Philosophy

The Bureau's 8300 manual sets forth the agency's overall philosophy for recreation management on the public lands. This release basically says that the Bureau will provide the opportunity for recreation on the public lands and provide limited facilities. The emphasis is on extensive, dispersed recreation. The Bureau will provide facilities (campgrounds, picnic sites, sanitation facilities, trails, information displays) in limited locations, but the philosophy emphasizes that the visitor is "expected to rely primarily on their own equipment, knowledge, skills, and other resources in their recreational pursuits."

In other words, the public lands are there for your recreational use, use them for your recreational pursuits, BLM will provide some facilities in limited locations primarily to deal with sanitation and protection problems. In some specific instances, BLM will administer trails and trail segments in fulfillment of an obligation under the National Trails System Act or in response to expressed public desires. Nowhere in this release does the Bureau present a trails management philosophy such as the value of trails, where and when trails should be provided, how trails can be used as a visitor management tool, why trails are or are not important in an area, or what trails considerations should go into the recreation planning of an area.

The 1971 Trails Manual release was issued in direct response to the National Trails System and the fact that the 1968 Act designated the Pacific Crest Trail which has segments that cross public lands in Oregon and California. This release (6254 National Trails System) identifies

"Recreation Trails" as "a system of trails which provides access for the enjoyment of recreation opportunities." This statement can be taken to be referring to trails outside the National Trails System. To a certain extent, the release provides some guidance on the Bureau's trails philosophy. It is stated at 6254.08 that "the Bureau's system of National Recreation Trails was initiated in 1962." It is assumed that this statement refers to the Rogue River Trail in the Medford, Oregon District which was one of the first recreation trails in the Bureau and was substantially improved in 1964 with APW funds. However, the manual release then focuses on the National Trails System and never again ventures into the realm of trails management outside the National Trails System.

The 9114 Trails Manual is in the 9100 series which is "technical services - engineering." This would lead one to believe that the main concern of this manual release is the proper design and specifications for a trail. Indeed, sections 9114.3, 4, and 5 are devoted to design, construction, and specifications.

However, sections 9114.1 and .2 deal with the planning and location of trails. There is a considerable amount of discussion concerning the environmental quality, route selection, starting point of alternative routes, and environmental considerations such as cultural resources, wildlife habitat, and flood plains. The release gives the impression that all things concerning trails have been considered, at least that is the first impression.

After some reflection on this manual release, it becomes apparent that the release does not address where and when trails should be provided, how trails can be used as a visitor management tool, or the value of trails in an overall recreation management philosophy for an area. The 9114 manual is a major step in formulating a trails philosophy for the Bureau but it does not get the job done. There is still need for a release to articulate the Bureau's philosophical approach to trails and trails management. It can be argued that the Bureau's manuals, when taken collectively, do indeed present the agency's philosophy on recreation management and that the philosophy is that the Bureau will generally support extensive type recreation activity on the public lands that does not require facility development. In addition, in selected locations, the Bureau will provide facilities, including trails, but, for the most part, the public land visitor is on his own to achieve a recreation experience.

The 8340-42 manuals deal with off-road-vehicles on the public lands. The principle concerns of this three part series are resource protection and minimizing conflict with other public land users. For the most part, the manuals are procedural in setting forth the steps required in designating the public lands into one of three categories for vehicle use. There is little or no philosophy presented on the appropriateness of off-road-vehicle recreation as a proper use of the public lands.

B. Facility Development

The H-9114-1, Trails Handbook, provides an adequate discussion of the various trails facilities and where and when they can or should be used. For this aspect of trails management, the existing Bureau guidance is adequate.

C. Consistency of Management

There is a full spectrum of trails related actions going on across the Bureau. One district, because of the creativity and initiative of the district recreation planners, or other staff, may have a very imaginative and effective trails program while the district next door, with essentially the same resource base, has little or no trails management.

For those trails that cross jurisdictional boundaries, such as trails in the national system (Pacific Crest, Oregon, Continental Divide, Mormon, Lewis & Clark), the 6254 manual provides the basic guidance. At 6254.07, it states that "when BLM and an agency of the Department of Agriculture are both involved with a specific trail, a supplemental to the agreement of the Interior-Agriculture agreement of May 1969 will be developed...this supplemental agreement must cover development and management of the trail."

The 9114 - Trails Manual is concerned with trails development within a district. The manual release has very little to say about trails that cross jurisdictional boundaries.

At 9114.07, it mentions intergovernmental cooperation and talks about the need for "clearances, permits, or other approvals" for trails within a district that cross agency/ownership boundaries.

D. Visitor Use/Patrol

Collection of visitor use data and analysis and application of the data has been a perennial gap in the Bureau's recreation management program. The 8322 manual calls for a narrative description of the recreation use in the RAMP area but gives no guidance on how to collect or interpret the use data. Nowhere in the manual guidance does it even mention collection of visitor use data on trails. Here again, it is left up to the initiative of the recreation planner in the field to devise ways and means to collect visitor use data. Some questions that need answers are: 1) how do you collect valid visitor use figures along a trail and interpret those figures; 2) what forms of information can be obtained from trail visitor use data; 3) what is the application of knowledge gained from trail visitor use data?

Since the Bureau has focused its recreation management program on sites and areas, the linear configuration of a trail, outside a Recreation Management Area, does not lend itself well to the Bureau's orientation to recreation.

Patrol of trails is also not mentioned in the manual guidance. Patrol has significant value for public relations, reducing vandalism, public

safety, and timely maintenance of trails but the manual guidance is silent on these considerations. Patrol of trails that cross jurisdictional boundaries and coordination of patrols across boundaries are additional areas of concern that are not addressed in the manual guidance. For those districts where these concerns are present, there are likely a variety of approaches in dealing with them. The point is, it is again being left up to the districts to solve the problem with no overall guidance from headquarters.

E. Maintenance

The H-9114-1 trails handbook provides adequate guidance for maintenance of foot, horseback, motorbike, and handicapped trails. However, it is apparent that the handbook was not written with four-wheel drive or snow trails (cross-country - snowmobile) in mind. Generally, the maintenance guidance is adequate for trails with a single treadway, such as a foot trail. Trails with two treadways such as a 4-wheel drive route (two-track) may have other considerations not addressed in the handbook. Snow trails for cross-country skiing or snowmobiling may also have other considerations not addressed in the present handbook.

III. Bureau Trails Program Today

A. Trails in the Bureau Today

The 1966, BOR report "Trails for America" was prepared by a four-member steering committee appointed to conduct the study with a member coming

from each of the four agencies that administered the vast majority of the nation's trails on Federal lands at that time. These four agencies are the National Park Service, Forest Service, Bureau of Land Management, and U. S. Fish and Wildlife Service. In their report, it states that the BLM had 3,602 miles of trails in existence on the public lands and planned 5,944 miles of new trails and 2,336 miles of reconstruction by 1975.

Today, the Bureau has a wide variety of trails throughout the eleven western states and Alaska. BLM administers fifteen National Recreation Trails, segments of two National Scenic Trails, and segments of four National Historic Trails. In addition to these trails which are designated components of the National System, the Bureau has an interesting variety of trails which vary from short interpretive trails to long distance 4-wheel drive trails. From the Grimm's Point Trail in Nevada to the Garnet Winter Trail in Montana and from the South Yuba Trail in California to the Scab Creek Trail in Wyoming, the Bureau has a variety of trails. These trails span a full range of development from rudimentary to fully engineered. They also receive a full range of maintenance from non-existent to specific maintenance schedules.

There is no up-to-date, comprehensive inventory of the Bureau's trails, so there is no way of knowing if the projections made in the 1966 trails report have been attained or not.

Many of the Bureau's trails were developed without programmed funds and were "maintained" into existence, that is, they were developed out of recreation maintenance funds. Most of the Bureau's trails were also developed through the initiative of individuals in the districts and not in response to any directive or guidance from headquarters.

B. Needs Assessment

Given the above described situation in the Bureau today, concerning trails, let us consider what others have described as the need for a trails program. In the Wyoming State Comprehensive Outdoor Recreation Plan (SCORP), a series of eight issues are presented and a policy stated to address each of those issues. Issue number eight is stated as: "The need to provide direction and assistance which would benefit individual trails systems and develop an appropriate designed statewide network of trails." On pages 8-23 of the Wyoming SCORP it states "one of the most noticeable trends in outdoor recreation is the increasing participation rates in active trail-related forms of recreation." It goes on to say, "the more traditional hiking, backpacking, and horse activities continue to increase.... Even though the demand for trails is increasing and includes many changing recreation patterns, this demand is not being addressed adequately. Planning and trail development at all levels of Government are, and historically have been, ineffective." While the author may feel that the use of the word ineffective is a little strong, the point is that state government, in Wyoming at least, shares the concern that there is need for more concentrated and effective effort in trails planning by all levels of government.

The Wyoming SCORP projects that by 1990 the state will experience a 65% increase in hiking, a 62% increase in cross-country skiing, and a 58% increase in snowmobiling. These activities largely occur on public lands in Wyoming. Therefore, the overall theme of this paper, that the BLM needs to be more involved in trails management is supported by the Wyoming SCORP.

The Bureau's 8300 (recreation) guidance is primarily oriented to site or area management with only incidental attention given to trails and their management. The Bureau does not have a strong trails philosophy. The 9114 manuals are more oriented to the development aspects of trails and offer only limited guidance on the visitor management facets of trails management.

With the increasing interest in America today in trails related activities such as cross-country skiing, ORV play, hiking, backpacking, nature study, and historical interpretation, the Bureau needs to formulate a comprehensive trails philosophy and articulate that philosophy in manual guidance. There is also need to develop greater understanding and cooperation with the other Federal land managing agencies. In many instances, trails opportunities cross jurisdictional boundaries and there needs to be a vehicle for effective inter-agency trails management. The Bureau also needs a comprehensive trails maintenance program.

C. Alternative Solutions

The following four alternatives are presented as courses of action the Bureau may take to deal with the situation presented in this paper.

1. No Action - that is, to leave the situation as it is now. Under this alternative, the BLM states and districts would continue, on their own, as they have in the past, to pursue their own trails program as they see fit. There would be no Bureauwide trails program, no Bureau trails philosophy set forth, and no specific manual guidance prepared.

2. Develop a comprehensive Bureauwide, focused trails program with its own guidance, philosophy, funding, and maintenance schedules. Under this alternative, the Bureau would prepare specific manual guidance for trails management. The Bureau would include in the manual guidance a trails Philosophy on where, when, how, and why trails can or should be used in the Bureau's overall recreation management program. Under this alternative, the Bureau would also develop specific funding targets by state for new trails, trails reconstruction, and trails maintenance. This alternative would also include a comprehensive trails inventory of all trails in the Bureau. Based on that inventory, the Bureau would establish goals for a Bureauwide trails system.

3. Develop a Bureau manual setting forth a trails philosophy and guidance for all types of trails. This alternative is simply a part of Alternative 2, above. Under this alternative, the manual would be written and that is all. The other actions identified above would not be done.

4. Develop a Bureau trails manual plus specific funding targets. Under this alternative, the Bureau would develop a manual for trails management incorporating the aspects mentioned in Alternative 2, above. In addition to the manual, the Bureau would initiate state specific funding, as part of the state recreation cost target, to be expended on a trails system within the state. An initial item for this state funding would be a statewide inventory of existing and planned trails, present condition, and maintenance done.

D. Evaluation of Alternative Solutions

Alternative number one is maintaining the status quo. It would be the least cost alternative to implement. This alternative maximizes the flexibility of the BLM states to pursue their own program. This alternative would tend to perpetuate the lack of a trails inventory. Under this alternative, the Bureau would have no formal trails program or manualized trails philosophy. Each BLM state would be able to develop their own philosophy according to their own perceptions. Existing trails would continue to receive maintenance on an ad hoc basis according to the arrangements existing in that particular state. Reconstruction of existing trails or construction of new trails would depend upon the discretion of the field recreation planners and the annual budgetary manipulations of the headquarters and State Office staffs.

Alternative number two would expand the Bureau's recreation program. This alternative would be the most expensive to implement. Under this alternative, the Bureau would incur some substantial commitments to the recreation public to develop, operate, and maintain a bureauwide trails system as a whole rather than disjointed, segmented parts.

Alternative two would provide an agency philosophy on the role trails play in the larger recreation management arena. This alternative would make a budgetary commitment to the operation and maintenance aspects of trails management. Under this alternative, the Bureau would generate a comprehensive trails inventory of all types of existing recreation trails and condition of each. This alternative would enhance the Bureau's image as a professional recreation management agency.

The third alternative would be second least cost to implement. Generating a trails manual would consume at least one work-year of effort. Hopefully, the manual would provide the guidance now lacking for the role of trails in the Bureau's Outdoor Recreation Management program. Under this alternative, there would be no specific funding for trails so the manual guidance, in some instances may be frustrated by lack of funding. Since this alternative does not provide for a trails inventory, the overall, big picture, of the Bureau's existing trails would remain out of focus.

The differences between alternative two and alternative four are in degree. Under alternative four, the Bureau would provide manual

guidance to the trails program and limited funding. The level of specific funding for a state trails program would be less than alternative two and there would be no specific directives on how the funding would be allocated between new trails, trails reconstruction, and trails maintenance. Because of this difference, the states would retain more flexibility in how they handled their trails program. This alternative would cost more to implement than alternatives one and three but less than alternative two. Under this alternative, the Bureau would probably not establish goals for a Bureauwide trails system.

IV. Conclusions and Summations

This paper has attempted to present an overview of the BLM's evolution, its involvement in outdoor recreation management, and the agency's orientation toward trails' management. The thesis has been developed that the Bureau's recreation management program is too oriented to site and area management and has not given enough attention to trails' management. An evaluation of the Bureau's manual guidance, CFR guidance, funding emphasis, and annual work plan directives has reinforced this position.

Four alternatives have been presented and evaluated to address this situation. Alternative two would be the preferred alternative but recognizing the fiscal realities today, it is acknowledged that alternative two is probably not realistically possible. Therefore, alternative four is the proposed action the author recommends the Bureau take.

It should be mentioned that development of a trails manual, which will be an updating of the 6254 manual, is already in the works and will be issued next fiscal year.

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